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Report of the Secretary-General on the United Nations Stabilization Mission in Haiti

I. Introduction

1. By its resolution 1702 (2006), the Security Council extended the mandate of the United Nations Stabilization Mission in Haiti (MINUSTAH) until 15 February 2007 and requested me to report on its implementation not later than 31 December 2006. The present report covers major developments since my report of 28 July 2006 (S/2006/592), and progress made and problems encountered in the implementation of the mandate of the Mission as contained in Security Council resolutions 1542 (2004), 1608 (2005) and 1702 (2006).

II. Political developments

2. During the reporting period, the largely successful completion of the electoral process marked a further significant step in the reinforcement of Haiti's democratic process. On 3 December, approximately 29,000 candidates competed for some 8,000 municipal and local positions in the first such elections in 10 years, and a second round was held for 3 senatorial and 11 deputy seats postponed from the earlier legislative elections as a result of interruptions in voting. As compared with previous elections, the Provisional Electoral Council assumed increased responsibility for technical and administrative aspects of the process, including full responsibility for training and payment of some 40,000 poll workers.

3. The Mission provided logistical and security assistance for the electoral process. Among the tasks undertaken by the Mission were the distribution of voter lists to 140 Communal Electoral Offices and of 2,000 kits for the training of poll workers, and assistance with the logistics for the collection and storage of sensitive and non-sensitive material from some 9,231 polling stations throughout the country. MINUSTAH worked closely with the Haitian National Police to implement a joint security plan. The military component provided static security for voting centres in areas identified as high-risk, and the Haitian National Police and MINUSTAH police patrolled assigned areas. MINUSTAH police also recruited and trained approximately 4,000 electoral guards.

4. While some security incidents occurred, voter turnout, which was estimated at approximately 30 per cent, was higher than expected. Overall, the Haitian electoral authorities declared themselves satisfied with the process. However, a number of

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appeals are anticipated, which the Provisional Electoral Council will address in the coming weeks. In addition, given the destruction of some voting centres and the related loss of electoral data, reruns are likely to be held in several affected constituencies.

5. Members of the forty-eighth legislature were convoked to extraordinary sessions on a number of occasions, including for the adoption of the State budget in September. To date, eight draft bills submitted to Parliament have been studied by the Senate and five by the Chamber of Deputies. The various parliamentary committees have been meeting regularly, including for consultation with experts and with national and international partners. In October and November, groups of parliamentarians undertook a series of visits to each of the 10 regions where MINUSTAH provides logistical and security support. The Government opted to maintain all departmental delegates, vice-delegates and municipal authorities for the remainder of 2006. The measure was taken in order to avoid a precipitous change among local government officials prior to the 3 December elections, and to allow time for parliamentary debate and scrutiny of the decentralization and deconcentration bills.

6. The implementation of the proposal by the Prime Minister for a *Programme d'apaisement social* (social pacification programme) has not advanced significantly. Bilateral support will be crucial to permit the tangible improvements envisaged in the programme, which are crucial in order to promote stability and encourage further political progress. During the International Conference for Haiti's Economic and Social Development held in Port-au-Prince on 25 July 2006, international participants pledged 750 million dollars for much-needed programmes to finance the budget deficit and the Government's public investment programme for the coming fiscal year. They expressed their readiness to work towards greater transparency in international aid through firm commitments to budget cycles, as proposed by the Government. The international participants reiterated their long-term support for the Government's reform efforts in the areas of economic governance, fighting corruption, smuggling and tax evasion, and reaffirmed their willingness to work with the Government in support of the reform of the Haitian National Police and the judicial system, as well as of efforts for social development and the disarmament, demobilization and reintegration process. The follow-up conference in Madrid on 30 November further helped to maintain international focus on Haiti and resulted in a number of sizeable pledges, although it was not formally a pledging event.

7. The demonstrations that took place in October suggest the potential for violent expressions of frustration, which could have implications for Haitian and international efforts to promote progress. On 24 October, a group of some 30 students gathered near a United Nations Day ceremony in Port-au-Prince, holding anti-MINUSTAH placards and calling for the withdrawal of the peacekeepers. The next day, some 600 students held a similar protest near the Presidential Palace, and roadblocks with burning tyres were erected. In response, the Minister for Foreign Affairs urged students not to resort to violence, but noted that the demonstrations illustrated the public's impatience at the lack of socio-economic progress.

8. Following the reintegration of Haiti into the Caribbean Community (CARICOM), on 18 October, a high-level delegation from CARICOM, headed by the Prime Minister of Saint Kitts and Nevis, who is the current Chairman of the organization, visited Haiti. The delegation discussed with the Haitian authorities the

prospects for the full integration of Haiti into the organization, including the common market. The visit coincided with a CARICOM assessment mission, during which the participants discussed the possibilities of opening an office in Port-au-Prince. The preceding initiatives were conducted within the framework of the organization's response to a request from President René Préval for support for Haiti's development.

9. The continued repatriation of Haitian nationals continued to present a potential problem along the border area with the Dominican Republic. On 21 November, MINUSTAH facilitated a meeting that brought together representatives of the authorities of Haiti and the Dominican Republic and non-governmental organizations to discuss the application of the Protocol of Understanding on the mechanisms of repatriation and other key areas of concern.

III. Security situation

Security operations

10. During the reporting period, the overall security environment continued to be relatively stable in most of the country and there were signs of improvement in some critical areas. However, the overall situation remained fragile and volatile. Much of the violence continued to take place in the capital; other regions of the country enjoyed a greater level of stability, with the exception of isolated incidents reported in Fort Liberté, Cap Haïtien and Gonaïves. Although kidnappings continued to take place at a high rate throughout Port-au-Prince, they occurred less frequently than last year, and murder rates also showed some decline. However, armed attacks against MINUSTAH and violent demonstrations increased. The development of Haitian National Police capacity remained at a very early stage, and the Mission's military and police components continued to play a key role in promoting its capacity in the face of substantial challenges, working in close cooperation with the Haitian political and police leadership.

11. On 19 July, armed groups gathered in Port-au-Prince, firing weapons and creating panic in the vicinity of Cité Soleil and the airport, expressing their frustration for the perceived inaction on the part of the Government to meet their demands for amnesty in return for participation in a disarmament programme. On the following day, the armed groups opened fire on the Jordanian Battalion camp and a nearby Haitian National Police station, injuring one police officer, while five of the gang members were killed and another five injured. Over the following two days, 6 civilians were killed, approximately 80 injured and an unknown number were abducted.

12. In response to the outbreak of violence, my Special Representative intensified his discussions with President Préval and Government officials to develop a coordinated response. To highlight the partnership between the Mission and the Government, President Préval visited Cité Militaire on 9 August, together with other officials from the Government and the Mission. After talking to local residents, the President issued a statement stressing that, while his Government had initiated dialogue with some armed groups in an effort to launch a disarmament, demobilization and reintegration programme, he would not hesitate to use force to neutralize armed groups that refused to disarm voluntarily.

13. On 25 August, Haitian and MINUSTAH officials agreed to an enhanced security plan, which established 12 additional Haitian National Police/MINUSTAH checkpoints and 23 additional Haitian National Police checkpoints around Port-au-Prince. Three MINUSTAH platoons were redeployed from the outlying regions to Cité Soleil to support the increased tempo of operations in that area. The configuration of formed police units was also adjusted.

14. By mid-September, the security situation began to improve owing to the measures taken by the Haitian National Police and MINUSTAH, and relative calm was observed in Cité Soleil and Cité Militaire, following the reinforcement of the Mission's presence there. Furthermore, on 2 October, MINUSTAH and the Government agreed to establish a communication mechanism at the highest level to plan future joint operations in Cité Soleil and set up a coordination, monitoring and verification mechanism for such operations. On the following day, Haitian National Police officers accompanied by MINUSTAH visited Cité Soleil to meet local residents and community leaders and to look into the possibility of resuming patrols and re-establishing a Haitian National Police presence in the area. This first visit of the Haitian police to Cité Soleil in almost three years was welcomed by local residents, who expressed their readiness to work alongside the Haitian National Police to restore peace to the area. The Haitian National Police have subsequently carried out patrols in Cité Soleil during daylight hours.

15. Tensions remained high in the Martissant area of Port-au-Prince throughout the reporting period. On a number of occasions MINUSTAH troops have found bodies in the area, with the deaths attributed to suspicious causes. As part of the joint Government/MINUSTAH plan to restore security, the Mission organized a series of meetings between local authorities and residents. On 27 September, MINUSTAH troops apprehended a significant armed group leader who had been linked to the large-scale killings in Martissant in both 2005 and 2006. On 3 November, a group of armed criminals in Martissant were confronted by the Haitian National Police and a MINUSTAH formed police unit, resulting in the death of one civilian and the wounding of one formed police unit member. Eight individuals were arrested by the Haitian National Police, but were subsequently released.

16. MINUSTAH troops and police were shot at on a number of occasions during the reporting period, and on 10 November, two MINUSTAH soldiers were killed as they returned to their base. The ongoing violence has also taken a toll on the Haitian National Police, with seven police officers murdered in the capital since August.

17. The advances that have been made in the area of security remain fragile and should be consolidated. In order to do this, it will be essential to reinforce the close collaboration that has developed between MINUSTAH and the Haitian political and security authorities and to continue to increase the tempo of operations in the rural and urban areas. In addition to continued activities in Port-au-Prince, the Mission plans to enhance its presence and undertake deterrent actions along the border, in ports and on outlying islands in order to buttress the Government's minimal capacity to deal with trafficking activities (see S/2006/592, para. 54). To mitigate such illicit activities, MINUSTAH and the Haitian Coast Guard will perform joint operations, bearing in mind the Coast Guard's limited capability.

18. In the above context, it will be vital to avoid premature changes in the Mission's force configuration. As noted below, a long-term process will be required to develop a full security capability for Haiti, including an ability to assume tasks

that go beyond essential policing. Therefore, barring a dramatic improvement in the security situation, the continued contribution of the military and police components, at their currently authorized ceilings of 7,200 troops and 1,951 police officers (including eight formed police units), will remain indispensable for the coming months. Future reductions in international troops and police should take place within a measured and carefully prepared process, drawing on consultations with the Haitian authorities, as proportionate improvement in Haitian capacity permits the handover of specific tasks.

19. At the same time, supplementary bilateral assistance will be crucial to address problems presented by the smuggling of narcotics and weapons. Those illicit activities far surpass the ability of national authorities and of MINUSTAH to control them and pose a grave problem to the country's long-term stability. It will also be essential to make further efforts to promote small-scale humanitarian and development activities that can follow up on and reinforce the impact of security operations.

Disarmament, demobilization and reintegration and violence reduction

20. MINUSTAH has continued to work with the relevant national authorities to develop a process of disarmament and reintegration that is appropriate to the country's security needs. The process requires a particular focus on community violence reduction through social and economic investment and the return of local government to volatile neighbourhoods, in accordance with the vision outlined in Security Council resolution 1702 (2006).

21. As reflected in his public remarks on the issue, President René Préval has favoured a dual-track strategy according to which increased pressure by security forces in Cité Militaire and Cité Soleil would be accompanied by ongoing discussions between his Government and armed group leaders. On 29 August, the Government appointed a seven-member National Commission for Disarmament, Dismantlement and Reintegration, which has taken the lead in implementing the Government's disarmament programme.

22. While the above-mentioned process is still at an early stage, progress to date has remained limited. Only two groups totalling 104 individuals have formally entered the disarmament and reintegration programme. Furthermore, while their participation may have contributed to a decline in violence and kidnappings in the short term, it is clear that it has not resulted in a meaningful step towards the dismantlement of the gangs. Several participants are suspected of continuing their engagement in criminal activities. Meanwhile, MINUSTAH and the United Nations Development Programme (UNDP) are working in close coordination with the Government to support the strengthening of the legislative framework for small arms control; to build community capacity for violence reduction in collaboration with the new local government structures; and to maintain a focus on women affected by the violence and (in collaboration with the United Nations Children's Fund (UNICEF)) on children associated with armed groups.

23. The task of adapting disarmament processes to the circumstances in Haiti and effectively dismantling gangs remains a complex and significant challenge. However, it will be important to continue to pursue this objective, in view of the

importance attached to the programme by the Government as a necessary complement to security operations, security sector reform and the return of local government to volatile zones. The Mission will continue to work closely with the Government to find an appropriate solution, while also pursuing related community-based measures.

IV. Reform of rule-of-law structures

Strengthening Haitian security capacity

24. A significant step towards reforming and strengthening Haiti's security structure was taken by the Government when Prime Minister Jacques-Edouard Alexis signed the Haitian National Police reform plan on 8 August (see S/2006/726, annex). The reform plan was the product of an extended review and consultation between relevant Haitian police and political officials, with support from the United Nations. This blueprint lays out a clear and comprehensive outline for the development of a basic policing capacity within Haiti, drawing on experience in the country and internationally. The plan also provides a practical road map for collaboration between Haitians and international partners. Its adoption could mark a starting point for a truly effective process of reform of the Haitian National Police.

25. According to the benchmarks established in the reform plan, it is envisaged that the Haitian National Police would increase from its current strength by a rate of approximately 1,500 officers a year, to 14,000 by 2011. The plan notes that the latter figure should be sufficient to undertake essential policing functions. At the same time, it indicates that further security capacity, up to a total staffing of 20,000, would be required to undertake the full range of security tasks, and that an appropriate plan would need to be devised for its development. To date, some 8,070 Haitian National Police officers and 1,580 civilian employees have been registered within a United Nations police database which will also serve the Haitian National Police. A further 600 candidates for the Haitian National Police, including 30 women, will begin training courses in January 2007. With regard to gender representation, some 6.5 per cent of Haitian National Police officers and 12 per cent of Haitian National Police employees are women. In an effort to combat discrimination against women within the institution and ensure that gender is mainstreamed in all their activities, the Haitian National Police have recently established gender focal points throughout the country. They are currently undergoing training in collaboration with MINUSTAH. The Mission, the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the United Nations Population Fund (UNFPA) supported the Haitian National Police HIV-awareness and prevention programme through training at the Haitian National Police Training Centre and throughout the country.

26. As noted previously (see S/2006/592), the Haitian National Police reform plan foresees the implementation of three main processes: vetting, training and the strengthening of institutional capacities. On 9 November, the Haitian National Police announced the beginning of the vetting process, which assesses professional skills and disciplinary background and draws on the efforts of combined teams of MINUSTAH and Haitian police. The 25 most senior officers of the Haitian National Police, including the Director General and Inspector General, are currently

undergoing this process, as are 10 Haitian National Police investigators who will themselves be involved in future vetting. Officers who do not meet the requisite disciplinary standards will be dismissed, while deficiencies in terms of skills will be remedied through additional training.

27. In addition to its contribution to the vetting process, the Mission plays a crucial role in supporting the training and institutional development of the police envisaged by the Haitian National Police reform plan. The Mission's 951 police advisers will continue to monitor and advise Haitian National Police counterparts in Port-au-Prince and in the provinces, while supporting development of Haitian National Police policies and institutions. MINUSTAH will also need to provide further specialized advice, drawing on civilian skills, in order to ensure the effective development of the Haitian National Police administration.

28. Generous bilateral assistance will be indispensable to build on and sustain the basic level of support provided through MINUSTAH. This will include in particular assistance for the required capital investments, which the United Nations Development Programme and MINUSTAH can help to coordinate.

Justice and prison systems

29. As previously reported, the criminal justice system in Haiti remains largely dysfunctional and the lack of cooperation between the police and justice systems presents a significant problem. Prison overcrowding and prolonged pre-trial detention continue to be a source of grave concern. Juvenile justice also remains problematic. The juvenile court of Port-au-Prince has been paralysed for several months because of the refusal of judges assigned to the court to work in the shanty town of Bel-Air, where it is located.

30. In response, MINUSTAH is providing assistance and advice to the Ministry of Justice and Public Security, especially on the drafting of new or urgent legislation, the restructuring of key institutions, the reopening of the *Ecole de la magistrature* (school for magistrates), and the professionalization of the Ministry. The Minister has prepared an action plan looking at short- and mid-term activities that could help address structural problems such as the judiciary's lack of independence and prolonged pre-trial detention. In addition, with the support of MINUSTAH, he adopted an overall strategic plan for the reform of the justice system that he intends to use as the basis for the Ministry's five-year institutional development plan. He also held a first meeting with all donors involved in the justice sector, which has led to the establishment of a new coordination mechanism for assistance.

31. The Ministry has prepared three bills (on the *Statut de la magistrature* (status of the magistrates), the *Ecole de la magistrature* and the *Conseil supérieur du pouvoir judiciaire* (Supreme Council of the Judiciary)) which are intended to strengthen the independence of the judiciary. The bills are now awaiting approval by the Council of Ministers before being presented to the Parliament. MINUSTAH and UNICEF continue to provide technical expertise and training to the judicial authorities to improve the juvenile justice system, in particular the situation of children in conflict with the law.

32. The Mission also provides professional resources to support the judicial actors themselves, combining direct technical assistance and advice, with the main

objective of improving the criminal process, and addressing the aforementioned problem of pre-trial detention. MINUSTAH has also worked with bilateral partners providing training to over 250 justices of the peace and registry clerks and to nearly 70 public prosecutors and coordinating donor support.

33. Overcrowding in the prisons, exacerbated by weak infrastructure and low corrections staffing, remains worrying in terms of security and human rights. The risks inherent in this situation were highlighted by a prison break on 4 December, although it was limited in scale. The Mission is working with the Ministry on the establishment of commissions on detention throughout the country to address the crucial issues of prison overcrowding and prolonged pre-trial detentions. MINUSTAH has sought to strengthen prison management through support for reform of budget control and expenditure procedures, as well as a monitoring system for stock and personnel. MINUSTAH, the National Prison Administration and the International Committee of the Red Cross are developing a comprehensive approach towards addressing health and nutritional problems in prisons.

34. While the engagement of the newly elected authorities in outlining plans for reform of long-needed problems in the justice sector has provided a vital basis for future activity, the continued involvement of MINUSTAH will be crucial to realizing their potential. Through continued advice on policy and practical issues, experts within the Mission's Justice Section will continue to serve as a vital resource for the personnel in the Ministry of Justice and Public Security and in the judicial and corrections system as they seek to transform the plans into reality. Likewise, the 16 correction officers seconded from Member States, as authorized by resolution 1702 (2006), will follow up on reforms in detention centres throughout the country through direct assistance and advice to prison management.

V. Human rights

35. The installation of the new Government and subsequent high-level appointments in the area of rule of law have improved the prospects for a more efficient response to serious shortcomings in respecting human rights. The commitment of the new authorities will be crucial in addressing the human rights situation in Haiti, which remained a concern during the reporting period. Many Haitians continued to be affected by daily violence, particularly in the shanty towns of Port-au-Prince. At least a dozen people, including a local human rights activist, were reported killed in September 2006 by armed groups operating in the Port-au-Prince neighbourhoods of Martissant and Fontamara. On 12 October, also in Port-au-Prince, at least five individuals were executed and a dozen injured by shooting in the Bel-Air area of the capital. The perpetrators were allegedly armed group members chased from the area by the population in September 2006. Progress in the judicial investigation into the 7 July killings in Martissant (see S/2006/592, para. 13) has not been significant and has been hindered by serious technical shortcomings, including a lack of proper forensic evidence and flawed collaboration between police and judicial authorities.

36. Some progress was made regarding the case of former Prime Minister Yvon Neptune (see S/2006/592, para. 29), who was granted provisional release on 27 July after more than two years on pre-trial detention. Four high-profile Lavalas activists were released on 8 August after almost two and a half years in pre-trial detention.

37. In the course of an official visit to Haiti in October 2006, the United Nations High Commissioner for Human Rights expressed concern regarding shortcomings in respect of civil and political rights, including the overcrowding of prisons and the issue of pre-trial detention, as well as in respect of social and economic rights. At the same time, she welcomed the willingness of the Government to take concrete steps to address the situation.

38. With the support of the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Mission has augmented its training, civic education and advisory activities. The Mission's regional offices continued to conduct monitoring activities and periodic refresher courses on human rights standards and Haitian legal provisions organized in targeted police stations, prosecutors' offices, courts and prisons across the country. In collaboration with the Haitian National Police, MINUSTAH is developing training materials aimed at mainstreaming human rights standards into all aspects of basic police training.

39. The Mission continues to be a member of the *Table de concertation nationale pour la prévention des violences spécifiques faites aux femmes et leur prise en charge* (National Round Table on the Prevention of Violence against Women and on their Protection) led by the Ministry of Women's Affairs and Rights. MINUSTAH is specifically involved in programmes relating to the establishment of a database to harmonize data collection relating to violence, the creation of reception units within Haitian National Police stations for women exposed to violence and the capacity-building of a national non-governmental organization created by men for men to combat violence against women.

40. Further efforts will be required to address human rights problems and strengthen the human rights institutions of Haiti. MINUSTAH will continue to pursue its capacity-building activities in Port-au-Prince and throughout the country and its assistance to relevant State institutions in developing skills and expertise. At the same time, the continued commitment of the Haitian leadership will be crucial for progress, including through the approval of legislation aimed at redefining the status and role of the Office of the Ombudsman.

Child protection

41. Grave violations against children, especially in the areas of Port-au-Prince affected by armed violence, continued to be a serious concern, as well as widespread rape and other grave sexual abuse of girls. The strengthening of the *Brigade de protection des mineurs* (Brigade for the Protection of Minors) of the Haitian National Police as well as the institution of a programme of training for the police on children's rights and protection are priorities, as is the resumed functioning of the juvenile court. MINUSTAH and UNICEF have also initiated a process of training and capacity-building for the parliamentary commission on children's rights.

VI. Democratic governance and State institutions

42. Over the reporting period, MINUSTAH played a key role in support of the completion of elections at the local, municipal and national levels, which has paved the way for consolidation of the democratic structures of governance in Haiti. Furthermore, drawing on the new momentum provided by the installation of democratically elected authorities, the Mission has begun to strengthen State institutions. However, much more remains to be done to ensure a basic level of capacity, requiring continued assistance from the Mission and from donors. At the same time, political decisions will be required to clarify the ways in which the various institutions will function and how they will relate to one another.

43. The Mission has provided advice to the Executive Branch at the central level, in particular through contacts with the Ministry of Interior and Territorial Collectivities, the Ministry of Planning and External Cooperation and the Ministry of Economy and Finance, in order to support the extension of State authority throughout the country. Further specialized assistance will be essential to support national authorities in developing skills and policies in other areas that are crucial for stability, including security and customs. The Mission participated in and contributed to, through funds for quick-impact projects, an eight-week training programme for local financial comptrollers working jointly with the Ministry of Economy and Finance. With regard to the legislature, the Mission has established a parliamentary liaison office and is working closely with the presidents of the two chambers and the leaders of parliamentary groups to assess parliamentarians' needs and promote coordination of international assistance.

44. In addition, in close cooperation with national authorities, the Mission has designed training programmes for a number of appointed and elected officials, particularly at the local level, to help the majority of the 140 communes to reach a basic level of functioning governance. Implementation will begin upon clarification of who will be assuming these responsibilities in the coming year. One of the initiatives was the preparation of a training programme for departmental delegates and vice-delegates, which was jointly designed with the Ministry of the Interior and Territorial Collectivities. The training programme will cover such topics as local finances, budgetary principles and management; an evaluation, together with the Ministry of Economy and Finance and a local non-governmental organization, of gaps in the knowledge of 1,800 local candidates for office in order to develop training methods for future elected officials; and the elaboration of modules to be used to train newly elected officials between mid-December and February 2007.

45. The Mission, in cooperation with central and local authorities, has also continued to identify the most urgent needs in terms of infrastructure. It has also drawn on the quick-impact project mechanism for small infrastructure projects, such as the rehabilitation or construction of town halls, tribunals, police stations and offices of delegates, providing State institutions with the minimal means to deliver services, while longer-term projects are planned with the assistance of donors.

46. Overall, while activities over the reporting period have helped to lay a foundation for progress, much of the work of professionalizing and training staff in State institutions has yet to be done. The Mission is making a substantial contribution to meeting the most urgent requirements through continued support for development of training materials and provision of guidance, including by making

available specialized expertise to key ministries. However, that effort needs to be complemented by bilateral initiatives to fulfil the requirements that may be less closely linked to stability but nonetheless must be met to enable the State to function at an adequate level to meet the needs of its citizens. In addition, substantial and sustained donor support will be essential for an effective response to the country's infrastructure needs beyond the basic contributions that can be made through the Mission. Such projects include road rehabilitation and building projects in the North and other locations and rehabilitation of the main electricity grid throughout the country, funded by the Inter-American Development Bank. Likewise, while the comparatively smooth functioning of the present electoral cycle demonstrated the enhanced capability of the provisional electoral authorities, further international assistance will be essential in order to advance towards the creation of permanent electoral bodies and enable them to manage future electoral processes. Efforts by MINUSTAH in this regard could be complemented by other actors.

47. Progress will also depend on a number of key decisions facing the leadership and people of Haiti. They include the determination of the most appropriate balance for the distribution of responsibilities between central and local authorities, and of which tasks should be assumed respectively by elected authorities (decentralization) and by the delegates appointed by the executive branch (deconcentration). It will also be necessary to consider how best to respond to the considerable financial and practical implications of maintaining an extended network of authorities at the local level. Another issue that will require attention in the coming year concerns the provisions within the Constitution according to which one third of Senate seats would be subject to election in November 2007. It will be important to find a way to continue to promote respect for constitutionally mandated processes while bearing in mind the limited availability of financial and logistical resources within the country to support further electoral exercises.

VII. Humanitarian, recovery and development activities

48. Living in the poorest nation in the Western Hemisphere, Haitians continue to suffer from lack of access to basic social services. Haiti's recently approved budget for 2006-2007 amounts to 1.6 billion dollars, of which international loans and donors will constitute up to 65 per cent. Increasing Government revenues and revitalizing the economy are paramount goals.

49. As stated above, the Mission is seeking to enhance the Government's ability to generate income through expert advice in related areas. At the same time, MINUSTAH has worked closely with local officials in all regions to plan and coordinate the delivery of basic social services and developmental activities. With the objective of tackling the most immediate problems related to the delivery of basic services, MINUSTAH has supported the Government in establishing coordination roundtables throughout the country, involving departmental delegates, the Ministry of Planning and External Cooperation, the organizations and agencies of the United Nations system, and non-governmental and civil society organizations.

50. Haiti's vulnerability to natural disasters continues to be of great concern. During the reporting period, Hurricane Ernesto, which struck the island on 27 August, affected over 4,000 people and resulted in 4 deaths, 3 people missing, 515 people in temporary shelters, 83 houses destroyed and 759 houses damaged.

Heavy rains also caused a succession of floods and landslides during September and October in the north of Haiti. Two municipalities in the north-west were also affected by a tornado and a tidal surge on 8 October. Floods in Grande-Saline affected 300 families on 30 September. On 23 and 24 November, heavy rains caused extensive damage in the departments of Grande-Anse, Nippes and Nord-Ouest, resulting in six deaths and five people injured, with social infrastructure damage to two hospitals, eight water supply systems and 10 schools, and damage to or destruction of 792 houses. Extensive agricultural damage, including destroyed crops, was also reported.

51. The Mission has continued to assist the Haitian authorities in responding to disasters, with personnel in the regions undertaking emergency evaluation missions and supporting the coordination of humanitarian response with local authorities and non-governmental organizations. The United Nations contingency plan for natural disasters, in support of Haiti's efforts, was activated in response to Hurricane Ernesto. Following landslides in Cap Haïtien on 27 October, MINUSTAH engineers immediately began working with local authorities to remove large quantities of earth blocking a major drainage channel in the city centre to avoid future flooding. The World Health Organization (WHO), UNDP and the International Organization for Migration (IOM) also continued their assistance to victims of previous floods while strengthening national capacity for natural disaster preparedness and response through the provision of equipment to local institutions, the building of water-resistant structures and the training of personnel and transfer of appropriate technology to communities at risk. The projects, which employ national workers, benefit approximately one million people living in natural disaster-prone areas. In addition, the United Nations Educational, Scientific and Cultural Organization (UNESCO) intensified its efforts, through research and studies, to increase national capacity for sustainable water resource management.

52. The reporting period was marked by increased delivery of programmes managed by the United Nations that focused on increased access to basic services and rapid job creation. Various United Nations organizations and agencies of the United Nations system estimate their projects to have collectively generated over 650,840 additional person days of work during the third quarter of 2006.

53. Throughout the reporting period, the Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP) intensified their support in both building the necessary structures for domestic food production and in providing immediate food assistance to the most vulnerable segments of the population, including children, pregnant women and people living with HIV/AIDS and tuberculosis. Altogether, 6,722 tons of food aid were distributed to more than 245,500 recipients, 65 per cent of whom reside outside the capital. School canteens benefited more than 50,000 pupils within Port-au-Prince and more than 240,000 outside the capital. Nearly 84 tons of emergency food aid have also been distributed in the shanty towns of the capital.

54. A number of agencies initiated a series of labour-intensive projects to clean up, repair or build Haiti's basic infrastructure, including canals, bridges, roads, schools and common areas. Many efforts, such as the rehabilitation by the United Nations Office for Project Services' (UNOPS) of four small hydropower plants, focused on locations in the provinces as well as in shanty towns such as Cité Soleil, where IOM, UNOPS, UNICEF and the Pan American Health Organization (PAHO)/WHO

assisted in the clean-up of canals and roads, the improvement of sanitary and hygienic conditions in over 40 schools and the provision of water to over 200,000 residents. The current and expected impact of those initiatives on job creation is estimated at 200,000 persons per day, including 5,400 persons per day for youth at risk.

55. In cooperation with the Government and international partners, UNESCO launched a programme to promote the elimination of illiteracy. UNICEF provided assistance to 271 schools and their teachers, covering violence-affected areas in Port-au-Prince. Jointly with the Ministry of Education and Professional Training, UNESCO and the World Bank, UNICEF is supporting the national strategy of reform in education, in particular through the promotion of the zero-fees initiative to include as many children as possible in the school system nationwide.

56. The United Nations Population Fund continued its support to reproductive health services, with particular attention to emergency obstetric care to prevent maternal mortality and morbidity, assistance to women and girls that are victims of sexual violence and HIV/AIDS prevention and treatment. Through a joint UNFPA/UNICEF programme, and in cooperation with the Ministry of Public Health and Population, 50,000 pregnant women are currently receiving prenatal, childbirth and post-natal care services throughout the country. UNICEF has increased its support for the Ministry's national programme of immunization in cooperation with PAHO/WHO through the provision of equipment, supplies and related training. More than 1,250,000 children under five years of age and 600,000 women have been immunized, double the number immunized in 2004.

57. The Mission will continue to play an important role in promoting development and supporting humanitarian assistance, including through the efforts of the Deputy Special Representative of the Secretary-General in coordinating the work of the United Nations country team. However, the provision of adequate bilateral support will be crucial in enabling real progress. In this context, in order to promote the swift provision of tangible benefits, a transitional appeal will be launched on 18 December. The appeal constitutes a broad package in support of the Government's *Programme d'apaisement social* and priorities in 2007, with a focus on institutional strengthening, economic growth and recovery and a more balanced delivery of basic services countrywide. Further steps have also been taken to ensure enhanced coordination between the United Nations country team and MINUSTAH and with the various development actors in Haiti, as well as improved monitoring and reporting on the overall impact of humanitarian and development efforts.

VIII. Conduct and discipline of United Nations personnel

58. During the reporting period, MINUSTAH strove to maintain the highest standards of integrity and discipline. In that regard, MINUSTAH is training all categories of Mission personnel in the prevention of sexual exploitation and abuse, conducting outreach activities with the local community, including women's groups and non-governmental organizations, and enforcing off-limit locations. The Mission's national staff have received special training to enhance their understanding of their rights and duties and also to foster better understanding between the Mission and the Haitian population.

IX. Financial implications

59. In its resolution 60/18 B of 30 June 2006, the General Assembly appropriated the amount of $489,207,100, equivalent to $40,767,258 per month, for the maintenance of MINUSTAH for the period from 1 July 2006 to 30 June 2007. Should the Security Council decide to extend the mandate of MINUSTAH beyond 15 February 2007, the cost of maintaining the Mission until 30 June 2007 would be limited to the amounts approved by the General Assembly.

60. As at 31 October 2006, unpaid assessed contributions to the Special Account for the United Nations Stabilization Mission in Haiti amounted to $195.5 million. The total outstanding assessed contributions for all peacekeeping operations as at that date amounted to $2,541.8 million.

61. As at 30 November 2006, amounts owed to troop and formed police contributors to MINUSTAH totalled $17.2 million for the period from 1 September 2006 to 31 October 2006. Reimbursement of troop costs has been made for the period up to 31 August 2006 and, for costs of contingent-owned equipment, up to 30 June 2006, in accordance with the quarterly payment schedule.

X. Observations

62. Following the election of the new President and Parliament, I travelled to Haiti in August 2006. The visit made it possible for me to witness how, in spite of the fragility of the country's foundation for democracy and stability, a renewed political dialogue has created a unique opportunity to tackle key underlying problems in the areas of security, institution-building and socio-economic development. The completion of the electoral process and the installation of elected representatives at all levels of Government can bring further progress. However, the realization of those possibilities will require sustained and close collaboration between the Haitian authorities, the United Nations Stabilization Mission in Haiti and the wider international community.

63. Primary responsibility for taking advantage of this opportunity and for ensuring progress remains with the Haitian leadership and people. As pointed out by my Haitian interlocutors during my visit, all parties — the Government, the private sector, civil society and the international community alike — will need to continue to work in partnership to consolidate strong State institutions and national capacities. The Government will continue to face significant challenges in the coming months, including such issues as the distribution of responsibilities between central and local authorities; how best to meet the full security requirements of the country, beyond essential policing tasks; determination of the appropriate response to armed groups and development of relevant disarmament, demobilization and reintegration programmes; finalization of plans for reform of the justice system and prompt adoption of key related bills; development of a means to resolve the problem of pre-trial detentions; and adoption of an appropriate legislative framework for the Office of the Ombudsman. As exemplified by the adoption of the Haitian National Police reform plan, clear decisions in such areas, drawing on input from all relevant stakeholders, could provide an indispensable framework for efforts to promote progress. However, unless swift results are achieved in those key areas, the situation might deteriorate.

64. The Mission's continued deployment will be essential, since destabilizing forces continue to use violence to attain their objectives. The continued engagement of the Mission's military and police will remain crucial in responding to significant threats at a time when Haiti's own security capacity is still at an early stage of development. Any reductions in the international security presence from its current force levels should be linked to proportionate increases in the ability of Haitian institutions to assume relevant tasks, taking into account any changes in the security environment.

65. With the completion of the electoral cycle, MINUSTAH has been supporting the new Government in establishing strong and sustainable State institutions for governance and the rule of law. MINUSTAH is also supporting the enhancement of human rights capacity and coordinating development and humanitarian activities. The priorities have been shaped in consideration of Haitian needs and focus on those areas most closely linked to stability, where the Mission can make a key contribution in the initial phases of a longer-term process. However, the work has only begun, and continued involvement by the Mission will be required.

66. Accordingly, I recommend that the Mission be extended for a further 12-month period, with the mandate provided in resolutions 1542 (2004), 1608 (2005) and 1702 (2006), and with its present authorized troop and police ceilings. At the same time, the ability of the Mission to succeed will depend on the closest collaboration with the Haitian authorities in all its areas of activity. I urge the Haitian leadership to continue to work with MINUSTAH in reinforcing the close partnership that has made a key contribution to enabling progress to date.

67. It should be borne in mind that MINUSTAH can respond only to Haiti's most immediate needs. Sustained bilateral assistance will be indispensable to further reinforce and strengthen democratic structures of governance and rule of law, including through meeting key infrastructural requirements. This will also be crucial to bringing tangible improvements to the daily lives of Haitians. While the statements issued during the international donor conferences which took place in Port-au-Prince in July and Madrid in November provided encouraging indications of continuing commitment, the rate of disbursement of international aid appears to fall far short of what is required. Delays in programmatic funding for capacity-building and institutional support might pose a serious challenge to stability. The transitional appeal for Haiti that will be issued at the end of December will identify a number of key areas where swift response to needs is particularly important. Tangible improvements in the socio-economic conditions of the general population, including through job creation, is essential to forestall an increase in popular discontent that could unravel all that has been accomplished thus far.

68. I would like to reiterate my gratitude to the Member States contributing troops and police personnel to MINUSTAH, as well as the Core Group, for their support in the implementation of the Mission's mandate. I would like to pay special tribute to the two Jordanian peacekeepers who made the ultimate sacrifice in November while seeking to promote stability in Haiti. Finally, I should like to express my deep appreciation to my Special Representative, Edmond Mulet, and to all MINUSTAH staff for their dedication and work in advancing the democratic process in Haiti.

Annex I

United Nations Stabilization Mission in Haiti: countries providing military staff and contingents (as at 10 December 2006)

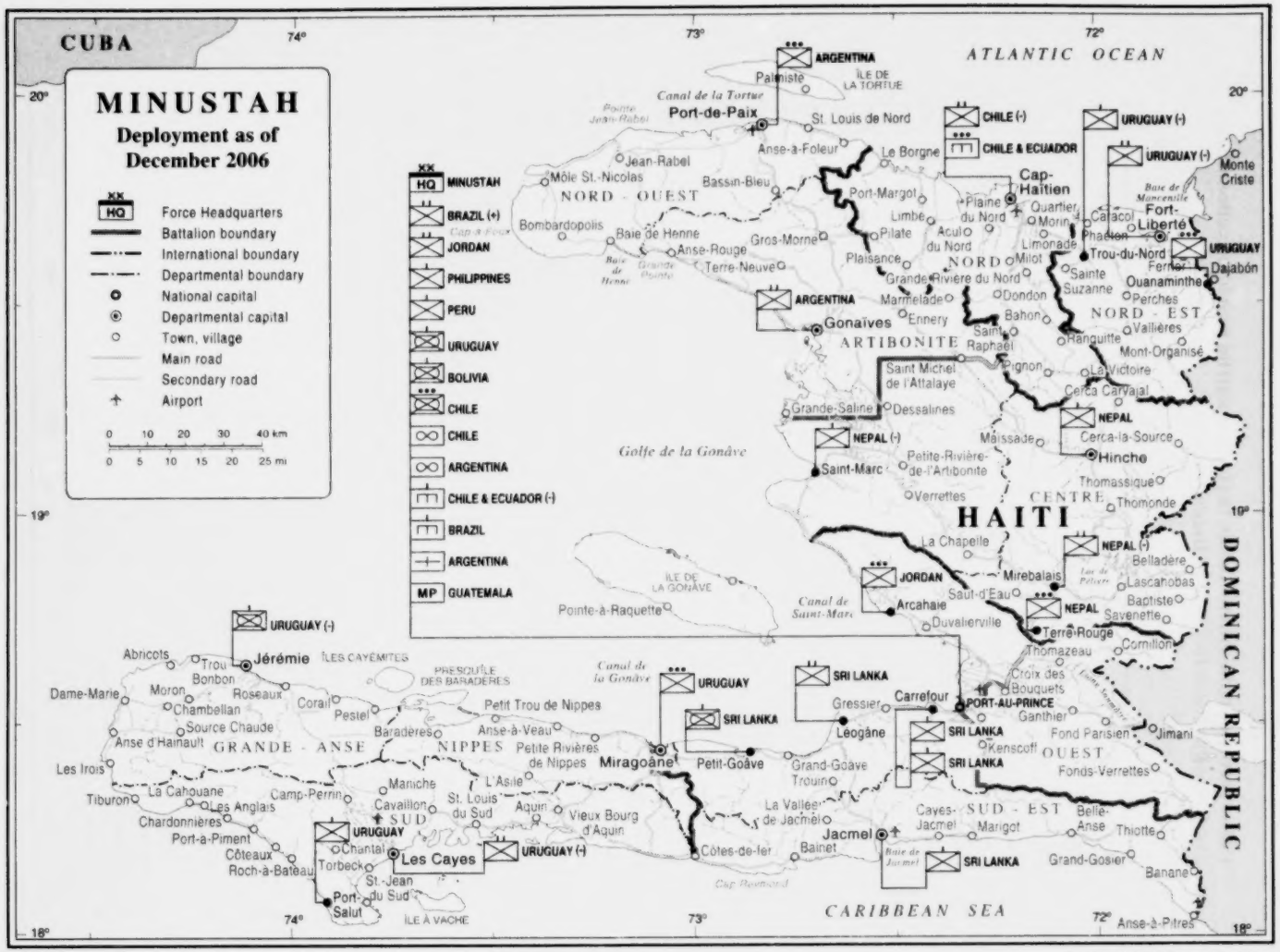
Country	*Staff officers*	*Troops*	*Total*
Argentina	9	548	557
Bolivia	2	215	217
Brazil*	13	1 198	1 211
Canada	6	—	6
Chile	6	497	503
Croatia	1	—	1
Ecuador	1	73	74
France	2	—	2
Guatemala	5	100	105
Jordan	11	750	761
Morocco	1	—	1
Nepal	7	749	756
Pakistan	1	—	1
Paraguay	3	—	3
Peru	5	205	210
Philippines	2	154	156
Sri Lanka	9	950	959
United States of America	3	—	3
Uruguay	14	1 122	1 136
Total	**101**	**6 561**	**6 662**

* Including the Force Commander.

Annex II

United Nations Stabilization Mission in Haiti: countries providing police officers and formed police units (as at 10 December 2006)

Country	*Police officers*	*Formed police units*	*Total*
Australia	1	—	1
Argentina	4	—	4
Benin	30	—	30
Burkina Faso	73	—	73
Cameroon	43	—	43
Canada	79	—	79
Chad	8	—	8
Chile	10	—	10
China	5	125	130
Colombia	2	—	2
Egypt	7	—	7
El Salvador	2	—	2
France	73	—	73
Grenada	1	—	1
Guinea	59	—	59
Jordan	4	288	292
Madagascar	1	—	1
Mali	24	—	24
Mauritius	2	—	2
Nepal	7	124	131
Niger	59	—	59
Nigeria	—	125	125
Pakistan	—	249	249
Philippines	41	—	41
Romania	10	—	10
Russian Federation	8	—	8
Rwanda	11	—	11
Senegal	40	84	124
Sierra Leone	2	—	2
Spain	46	—	46
Togo	9	—	9
Turkey	28	—	28
United States of America	48	—	48
Uruguay	4	—	4
Vanuatu	3	—	3
Yemen	3	—	3
Total	**747**	**995**	**1 742**



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